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Review of the implementation of the United Nations Convention against Transnational Organized Crime and the Protocols thereto: Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition

Activities of the United Nations Office on Drugs and Crime to promote and support the implementation of the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime

Report of the Secretariat

I. Introduction

1. The present report was prepared in accordance with resolution 6/2 of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime, in which the Conference recalled that the Organized Crime Convention and, in particular, its Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition were among the principal global legal instruments to combat the illicit manufacturing of and trafficking in firearms, their parts and components and ammunition.

2. In the same resolution, the Conference noted with appreciation the assistance provided by the United Nations Office on Drugs and Crime (UNODC) to States, upon request, through its global programme on firearms. The Conference also requested UNODC, in order to support ratification of, accession to and the implementation of the Organized Crime Convention and its Firearms Protocol, to promote knowledge- and awareness-raising activities, to assist Member States, upon

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request, in the adoption of national laws and strategies on firearms, to continue to facilitate, whenever possible, technical assistance to States consistent with needs identified by those Member States and to promote inter-agency and international cooperation.

3. Also in its resolution 6/2, the Conference requested UNODC to continue developing technical assistance tools and to assist Member States, upon request, in strengthening their capacities to investigate and prosecute illicit manufacturing of and trafficking in firearms and related forms of transnational organized crime, inter alia, through practical workshops and exchanges of experience and direct contact among investigators and prosecutors on the application of the Convention and its Firearms Protocol.

4. In the same resolution, the Conference took note of the information gathered so far by UNODC in carrying out the study asked for by the Conference in its resolution 5/4 and requested UNODC to complete the study in accordance with the given mandate, for consideration by the Conference at its seventh session.

5. Finally, the Conference requested the Working Group on Firearms to continue advising and assisting the Conference in the implementation of its mandate, decided that the Working Group should hold at least one intersessional meeting and requested the Secretariat to assist the Working Group in the performance of its functions.

6. The present report provides information about the activities of UNODC for the period 2012-2014 related to the implementation of the Firearms Protocol.

II. Activities of the Global Firearms Programme

7. Unlike some other illicit commodities, firearms are not per se illicit. They are, however, vulnerable to being illicitly trafficked and diverted into the illicit circuit, when the rules governing their manufacturing and transfer are not sufficiently clear and existing regulatory and control mechanisms are not effectively implemented at the national and international levels.

8. The UNODC Global Firearms Programme, established in 2011, is aimed at raising awareness of, promoting adherence to and supporting the implementation of the Firearms Protocol. It also facilitates coordination among international and regional partners and the United Nations and promotes cooperation with legislative bodies, civil society and the private sector.

9. Having initially targeted 15 countries from Latin America and the Caribbean and West Africa, the Programme has gradually expanded and provided services to 23 countries, in response to different needs and priorities.[1]

[1] In Latin America, the Global Firearms Programme has worked with Argentina, Bolivia (Plurinational State of), Brazil, Chile, Paraguay, Uruguay and, for some limited activities, also Colombia, Ecuador, Panama, Peru and Venezuela (Bolivarian Republic of). In West Africa and the Sahel region, the Programme has worked with Benin, Burkina Faso, the Gambia, Ghana, Mali, Mauritania, Senegal and Togo, and more recently also with Chad, Libya, the Niger, and for some activities, Nigeria.

10. The Global Firearms Programme is based on an integrated and multidisciplinary approach that combines preventive and control measures in the following clusters of activity:

(a) Support for the inter-governmental decision-making process of the Conference and its Working Group on Firearms;

(b) Awareness-raising and promotion of the ratification of the Firearms Protocol;

(c) Legislative assistance to strengthen normative and regulatory frameworks and to promote regional harmonization of laws;

(d) Development of legislative and technical tools;

(e) Training and capacity-building to strengthen international cooperation and the criminal justice system response to firearms-related criminality;

(f) Technical support in the areas of marking, record-keeping, transfer controls and the collection, management and disposal of firearms;

(g) Data collection, research and analysis to monitor illicit trafficking flows.

11. Those areas are discussed more in detail below.

A. Support for the intergovernmental decision-making process of the Conference and its Working Group on Firearms

12. The second meeting of the Working Group on Firearms was held in Vienna from 26 to 28 May 2014. The Working Group discussed (a) challenges and good practices in the criminalization, investigation and prosecution of illicit firearms trafficking, and measures to enhance international cooperation in criminal matters, including through effective tracing of firearms in ongoing investigations; (b) monitoring illicit trafficking flows in firearms at the national, regional and global levels; and (c) challenges and good practices to prevent illicit manufacturing of firearms.

13. The Working Group adopted recommendations on those topics, as well as general recommendations, including on the full implementation of the Protocol, on the provision of technical assistance and on the future work of the Working Group. The Working Group also recommended, inter alia, that the Conference, at its seventh session, should consider options regarding adequate resources and cost efficiencies to support the work of the Working Group and should also consider initiating discussions regarding the possibility of the Working Group developing and following a workplan for its future meetings.[2]

[2] For more information on the second meeting of the Working Group on Firearms, see CTOC/COP/WG.6/2014/2, CTOC/COP/WG.6/2014/3 and CTOC/COP/WG.6/2014/4.

B. Awareness-raising and promotion of the ratification of the Firearms Protocol

14. To date, the Firearms Protocol has a total of 109 States parties. In 2013 and 2014, the number of parties increased by 10.[3]

15. In order to raise awareness and encourage the accession of States parties to the Firearms Protocol, UNODC has made numerous presentations during the reporting period at conferences, meetings and side events, on the relevance of the Protocol for combating illicit trafficking in and manufacturing of firearms.

C. Legislative assistance to strengthen normative and regulatory frameworks and to promote regional harmonization of laws

1. Standardized legislative assessment

16. The Global Firearms Programme provides legislative assistance to Member States, following a standardized and participatory approach that involves national stakeholders and engages civil society organizations and the private sector.

17. As a first step, States are encouraged to undertake a legislative self-assessment, which assists national authorities in navigating through the legal obligations contained in the Firearms Protocol and allows them to identify the main gaps and challenges in their legal and institutional framework.

18. As part of the self-assessment process, the Global Firearms Programme collects all relevant national legislation on firearms. That material is used by the Programme in the second stage of the legislative support process, where UNODC produces legislative assessment reports, including gap analyses and recommendations for drafting specific provisions to be incorporated in the national legislation on firearms. Those reports are shared and discussed with counterparts and form the basis for further legislative development.

19. During the self-assessment, UNODC also supports the establishment of legal drafting committees, with a mandate to review, comment on and validate the recommendations of the legislative assessments and to consider other inputs from international and regional partners.

2. Findings based on the legislative assessment

20. Legislative assessments carried out in the period 2012-2014 for selected countries in Latin America and West Africa have shown varying levels of compliance with and implementation of the international legal regime on firearms. Some countries lacked or had significant gaps in their firearms legislation, while others had outdated legislation that required amendment. Where countries had scattered legal texts related to firearms, it was recommended that a single, coherent body of legislation be adopted. Some other countries had legislation in place that complied with the Firearms Protocol and other regional instruments, but had not enacted the required implementing legislation or lacked the necessary

[3] Austria, the Czech Republic, Dominica, Ecuador, the European Union, Ghana, Iraq, Liechtenstein, Ukraine and Venezuela (Bolivarian Republic of) became parties in 2013 and 2014.

criminalization and enforcement provisions. In all cases, however, it appeared that the normative assessment needed to go beyond national firearms laws to include relevant provisions of criminal and procedural codes and special laws and treaties, in order to establish a connection between firearms trafficking-related crimes and possible links to other serious crimes.

21. Those findings, being of particular relevance, were presented to the Working Group on Firearms at its second meeting. In its recommendations to the Conference, the Working Group called upon States parties that had not yet done so to review and strengthen their national legislation, consistent with the Firearms Protocol, inter alia through adequate criminalization provisions and appropriate sanctions, commensurate with the nature and gravity of the offence.

3. Regional harmonization

22. Parallel to those efforts, UNODC also seeks to support and promote existing and ongoing regional harmonization efforts. In this regard, one of the aims of the two regional seminars held in June and July 2012, in Buenos Aires, and Dakar, in cooperation with the relevant regional partners, the Economic Community of West African States (ECOWAS) and the Common Market of the South (MERCOSUR), was oriented towards the identification of areas where regional harmonization among countries would be feasible and possible. To that end, the Global Firearms Programme prepared a regional comparative analysis of the status of implementation of the Protocol, which became the basis for further discussions among the countries of the region. In February 2014, following a similar format, the Programme organized another regional seminar in Dakar, with countries from the Sahel region and West Africa.

23. During the first two regional seminars, participants developed road maps to implement the Protocol and further promote subregional harmonization and cooperation. In West Africa, a draft regional plan was shared with governments during subsequent country visits and formed the basis for discussions on national priorities and follow-up activities. In South America, the seminar findings and the road map were shared with focal points and discussed during the subsequent meeting of the MERCOSUR working group on firearms and ammunition, held in Brasilia in November 2012. UNODC and the beneficiary countries were then able to develop national road maps for joint action, which identified priorities and relevant activities required to facilitate the implementation of the Firearms Protocol.

4. Individual legislative assistance

24. The final step of the legislative support process includes individualized follow-up assistance in legal drafting, where UNODC provides feedback and observations to countries on their current draft legislation before its final submission to parliament. UNODC facilitates dialogue with the national legislative bodies and, where required, has provided direct drafting support, taking into account the legal tradition, language and drafting style of the country.

25. Individualized legislative assistance is also provided with regard to the development of the necessary regulatory framework for the implementation of the

new legislation. UNODC is currently working with Bolivia (Plurinational State of) and Paraguay on their internal regulations.[4]

26. During the reporting period, UNODC has collected national firearms laws, regulations and related legislation from 20 countries and national self-assessments or studies from 17 States; conducted assessment missions to 14 countries; and carried out desk reviews of 4 countries. UNODC completed the legislative assessment reports with gap analyses and recommendations and submitted them for comments to 15 countries and provided tailored legislative advice to 8 countries. As a result, 4 countries acceded to the Firearms Protocol, 10 countries reviewed and assessed their domestic legislation on firearms, and 2 countries adopted new firearms legislation. Another 6 countries have developed draft laws that are currently under discussion in their respective legislatures, and 2 countries are currently working on their regulatory framework to ensure full implementation of their firearms laws.

D. Development of legislative and technical tools

1. Legislative tools

27. UNODC has published a Ratification Kit booklet for the Firearms Protocol, which includes an explanatory note on the main requirements and notification obligations under the Protocol, and contains template formats for the ratification and deposit of the instruments.

28. The UNODC *Model Law against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition*, published in 2011 and translated into all official languages of the United Nations in 2013, continued to be a useful tool in the legislative assistance provided by UNODC to requesting States. The *Model Law* provides a comprehensive set of provisions to assist States in translating the treaty language of the Organized Crime Convention and the Firearms Protocol into domestic legislation, and in adopting appropriate legislation in line with the Protocol. The broad range of provisions in the *Model Law* cover both the preventive firearms control measures and the penal and procedural measures derived from the Firearms Protocol and the Organized Crime Convention.

29. In April 2013, the General Assembly adopted a legally binding Arms Trade Treaty. The Treaty establishes a framework for national export control authorities to take appropriate measures, on the basis of commonly identified criteria, to control arms exports and to prevent their diversion. In order to facilitate understanding of the relationship between those two global legally binding instruments, UNODC has developed an issue paper on the Firearms Protocol and the Arms Trade Treaty, which is currently being finalized.

2. Training courses

30. UNODC is finalizing the development of a comprehensive training curriculum on firearms, with the support and inputs of a number of recognized firearms experts from different countries and regions. The curriculum provides the basis for the

[4] Benin, Burkina Faso and Senegal have also requested assistance from the Global Firearms Programme in the second stage, once their legislation has been adopted.

provision of standardized and tailor-made assistance to key stakeholders involved in firearms control.[5] The training material is aimed at enhancing the understanding and knowledge of those actors regarding firearms issues, and at promoting more effective international cooperation to facilitate the investigation and prosecution of firearms-related crimes.

31. The curriculum has also served as a basis for the development of four specialized training course syllabi designed to enhance national capacities to counter trafficking in firearms and support national law enforcement agencies, prosecution services and the judiciary in their fight against transnational organized crime, as follows:

(a) A training course for criminal justice practitioners on the investigation and prosecution of firearms trafficking and its links to organized crime;

(b) A course for firearms control authorities on risk assessments, profiling and implementation of effective transfer control regimes;

(c) A legislative development and legal drafting workshop for lawmakers and policymakers;

(d) A course for civil society organizations.

3. Seized firearms registry

32. UNODC is also developing record-keeping solutions for seized firearms with interested international organizations and States parties, which will allow for better accountability and increase the capacity of national authorities to monitor and analyse information related to firearms trafficking. A registry will be made available in Arabic, English, French and Spanish, and will be provided to interested countries, along with the necessary hardware.

E. Training and capacity-building to strengthen international cooperation and the criminal justice system response to firearms-related criminality

33. Pursuant to the recommendations of the first meeting of the Working Group on Firearms, UNODC focused on strengthening the investigative and prosecution capacities of Member States to deal with complex transnational cases of firearms trafficking and their links to organized crime and terrorist activities.

34. During the reporting period, UNODC will have delivered eight training courses to 10 countries, on the investigation and prosecution of firearms trafficking.[6] National and subregional courses were held in seven States in Africa and Latin America.[7] Further training is planned for border officials and justice practitioners in Latin America. The courses are organized in cooperation with

[5] Criminal justice practitioners, legal drafters and policymakers, institutions responsible for arms transfer controls, civil society and private industry.

[6] The training courses in the tri-border area (between Argentina, Brazil and Paraguay) and in Chile have not yet taken place but are scheduled for September and October 2014.

[7] National courses were attended by officials from Benin, Burkina Faso, Ghana, Paraguay, Senegal and Togo.

national and regional partners.[8] Feedback received from national practitioners has been positive, which has encouraged UNODC to continue its efforts in seeking further financial support to intensify training activities.

35. UNODC has cooperated with several partners in the design and delivery of the training courses, including government agencies, non-governmental and international organizations and individual experts.[9] The aim of these joint ventures is to contribute to the dissemination and promotion of the active use of existing tools and cooperation channels, such as the new International Criminal Police Organization (INTERPOL) Illicit Arms Records and Tracing Management System (iARMS), as well as to address important cross-cutting themes such as the human rights dimension of the criminal investigation and prosecution of complex crimes.

36. International cooperation in criminal matters is a fundamental component in the fight against illicit trafficking in firearms, and is actively promoted by the Global Firearms Programme through the exchange of information and good practices at regional and national workshops, as well as in its capacity-building materials.

37. Given the limited case law on firearms trafficking, there is a clear need to further strengthen international cooperation and exchange of knowledge and good practices, especially among firearms experts. One way to facilitate greater exchange of knowledge and increased international cooperation is through the establishment of regional information-exchange mechanisms. Such meetings and exchanges of views, expertise and good practices on firearms cases are crucial in providing criminal justice practitioners with an opportunity to identify emerging trends, recognize specific criminal patterns and reach consensus on particular responses.

F. Technical support in the areas of marking, record-keeping, transfer controls and the collection, management and disposal of firearms

1. Collection, management and disposal of firearms

38. The prevention of violent crime and firearms-related criminality is closely related to States' efforts to reduce the uncontrolled proliferation of firearms. Many countries have expressed a strong interest in developing voluntary surrender programmes and requested the assistance of the Global Firearms Programme in the design of and support for such campaigns, with regard to the collection, management, storage and final disposal of firearms, in particular those that have been seized and confiscated.

39. UNODC has provided policy advice to several countries on firearms collection campaigns and on possible destruction methods, and facilitated, through its regional

[8] National and regional partners included the National Commissions for Small Arms and Light Weapons Control in Africa and national firearms control, prosecution and law enforcement agencies. Members of civil society organizations also participate as observers.

[9] For instance the Argentine Federal Prosecution Service, National Arms Registry, and Ministry for Security, the Brazilian Federal Police, INTERPOL, the regional offices of the Office of the United Nations High Commissioner for Human Rights in Bolivia (Plurinational State of), Chile and Paraguay and Viva Rio in Brazil.

meetings and national training activities, an exchange of views among countries on those topics. However, owing to the limited human and financial resources for those activities, only two countries have so far been able to benefit from in-depth support.

40. In 2014, UNODC received additional funding for the Global Firearms Programme from the Government of Japan, for the implementation of collection and destruction campaigns in two Sahel countries. In March 2014, UNODC undertook a needs assessment in the Niger for the development and implementation of awareness-raising campaigns for the voluntary surrender and subsequent destruction of firearms.[10] UNODC is also in the process of drafting a joint workplan with the National Commission for Small Arms of Senegal for the implementation of firearms collection and destruction activities in the country. The Global Firearms Programme is seeking additional funds in order to respond to and support similar needs in other Member States.

2. Record-keeping solutions and storage security for seized firearms

41. The insufficient availability of reliable data on seized and found firearms poses a major challenge in the fight against the illicit manufacturing of and illicit trafficking in firearms. Several countries lack the means and resources to collect and use data from firearms seizures for analytical purposes. UNODC currently coordinates with other assistance providers in the development of a simple registry for seized firearms and in the delivery of technical equipment and training.

42. Moreover, building on existing expertise among several project countries, the Global Firearms Programme has promoted direct South-to-South cooperation among countries in South America and West Africa for the purpose of strengthening national firearms registries. In South America, building on the accumulated experience of Argentina in the development and management of integrated record-keeping systems, UNODC facilitated direct assistance between Argentina and Bolivia (Plurinational State of) for the development and delivery of a national registry on firearms for the latter country, based on the Argentine model. UNODC will continue to provide accompanying technical support and legislative advice for the regulation and implementation of the national firearms regime. Similar discussions are also under way with the National Commission for Small Arms and Light Weapons of Côte d'Ivoire with regard to its registry.

43. Several countries have identified as priorities the effective and secure management and storage of seized firearms in order to prevent theft and diversion from storage facilities. Enhancing the security of firearms depots requires both effective and comprehensive record-keeping systems, in order to be able to locate and trace the firearms and their movements internally.

44. Through the Global Firearms Programme, UNODC is supporting selected countries in enhancing the security of storage rooms for seized firearms within the police services, courts and institutions involved in the investigation of firearms offences. Discussions are under way with beneficiary countries in West Africa and South America for the adoption of secure standard operating procedures for seized and confiscated firearms, and their secure and safe management and final disposal.

[10] The activities will be implemented jointly with the National Commission on Small Arms and other relevant international partners.

In March 2014, UNODC conducted an assessment mission to support the law enforcement services of the Niger, which resulted in the identification of two police firearms storage rooms for refurbishment.

3. Support for the establishment of centralized firearms units

45. UNODC also supports the establishment of centralized firearms analysis and monitoring units, responsible for collecting relevant information and technical knowledge on firearms. An area of future work in this regard could be the development of recommendations for the functional role of the monitoring units and the coordination mechanisms required at the national level, and the provision of specialized training on data collection, including firearms identification, record-keeping and information-sharing.

4. Support for marking of firearms

46. In the framework of the Global Firearms Programme, UNODC has also provided funds to selected countries in West Africa for the purchase of marking machines. UNODC has cooperated with and coordinated the work of the United Nations Regional Centre for Peace and Disarmament in Africa, which is implementing a similar activity in the region. The two organizations have worked collaboratively and share information regularly about their activities in West Africa, in order to identify complementary areas of work related to marking of firearms. UNODC and the Office for Disarmament Affairs of the Secretariat have also worked in tandem to coordinate the identification of beneficiary countries and the joint purchase and delivery of marking machines and training.[11]

G. Data collection, research and analysis to monitor trafficking flows

47. Pursuant to Conference of the Parties resolutions 5/4 and 6/2, UNODC is conducting a global study on firearms, the aim of which is to increase global understanding of the problem of firearms trafficking and identify possible routes in the illicit trade of firearms, as well as new or emerging trends in firearms trafficking, in order to determine the interconnectedness and transnational nature of this phenomenon. The information obtained could allow for the cross-referencing of data on source and/or manufacturing countries, trafficking routes and methods, as well as the actors involved. The information could also enable practitioners to establish the extent of the involvement of organized criminal groups in those illicit activities, and replace anecdotal evidence with concrete, empirically verifiable data. The study could further assist in the identification and anticipation of risks, and in the conduct of effective threat analyses, which could support authorities in making informed decisions about the implementation of appropriate measures. Pursuant to Conference resolution 6/2, the study will be made available to the Conference at its seventh session in a conference room paper.

48. UNODC has also provided ad hoc technical advice and support to Member States for the strengthening of their national data-collection and -analysis capacity, including through in situ visits, national training activities and regional seminars,

[11] UNODC has purchased nine marking machines, for Benin (1), Burkina Faso (2), Mali (1), the Niger (2) and Senegal (3).

with sessions dedicated to the study and its reporting methods, general data-collection and -analysis challenges, and practical exercises on record-keeping and the identification and tracing of firearms.

III. Priority areas of work of the Global Firearms Programme

49. The Global Firearms Programme has been instrumental in enhancing the impact and visibility of UNODC work in this field. It has proved to be an efficient vehicle for the delivery of legislative support, technical assistance and capacity-building to Member States, as well as a platform for the initiation of research and data collection on firearms trafficking.

50. The Global Firearms Programme intends to continue building on each of the clusters of activities described above. In addition, the activities described below have been identified as priority areas for the future work of the Programme.

A. Awareness-raising

51. The relevance of the Firearms Protocol is demonstrated by the steady increase in accessions. In the short and medium term, UNODC intends to raise awareness of the Protocol among non-parties and regions with low ratification rates, through regional pre-ratification support workshops.

B. Legislative assistance

1. Expanding legislative assistance to new countries

52. Legislative development processes are often labour- and time-intensive. The standardized UNODC legislative assessment approach has delivered good results. Initial self-assessment, legislative assessments, in-country visits, work with legal drafters and consultation meetings with national stakeholders remain key elements of legislative assistance work under the Global Firearms Programme. Adequate human and financial resources are required to enable the Programme to continue its legislative assistance and extend it to more countries.

2. Providing follow-up support to enact regulative frameworks and implementing legislation

53. Many countries adopt firearms legislation but lack the required regulatory framework for its implementation. UNODC provides follow-up assistance to support the development of regulations, instructions, guidelines and standard operating procedures for the implementation of national firearms legislation. This can include the organization of mapping workshops with national authorities to identify the required subsidiary legislation, legislative support for producing draft regulations, and review and validation workshops, as well as the organization of training activities for institutions implementing the new regulations.

3. Producing regional cross-analysis and compilation of national legislative development processes

54. UNODC has produced country reports and a cross-regional analysis on the status of implementation of the Firearms Protocol in South America, and is producing a similar analysis for West Africa. UNODC plans to prepare a compilation of the legislative development processes of several countries in both regions.

C. Development of tools

Translation of the training curriculum and other tools into other United Nations languages

55. UNODC plans to translate and tailor the comprehensive training curriculum to regional needs, and to continue developing tools to assist Member States. Initially, the curriculum and other materials will be translated into Arabic, French and Spanish to serve countries currently engaged with the Global Firearms Programme. UNODC is seeking options to translate the training curriculum into other official languages of the United Nations.

D. Capacity-building

1. Delivering specialized training courses in identified priority areas

56. Specialized UNODC training courses are tailored to the specific needs of beneficiary countries. UNODC could provide additional training for key institutions involved in the control, management and seizure of firearms, and in the subsequent investigation, prosecution and adjudication of related criminal cases.

2. Promoting international cooperation and information exchange

57. UNODC is promoting the establishment of regional information-exchange mechanisms among national firearms experts and intends to build further in response to the need expressed by practitioners for more opportunities for the exchange of expertise and knowledge on firearms control and illicit trafficking. Drawing on the good practice of the *Digest of Organized Crime Cases*, UNODC could promote case-based exchanges of good practices and lessons learned, with particular regard to transnational cases of firearms trafficking and complex criminal investigations involving firearms, and produce regional digests of firearms trafficking cases.

E. Technical support for implementing the Firearms Protocol

1. Collection, management and disposal of firearms

58. UNODC intends to seek ways to further assist requesting countries in developing appropriate strategies and policies for collecting, storing, managing and disposing of firearms, and to facilitate the exchange of experiences and good practices. To this end, UNODC plans to hold a meeting in Vienna for firearms

experts from different regions, on state-of-the-art firearms control and the prevention, investigation and prosecution of firearms criminality.

2. Record-keeping solutions and increased storage security for seized firearms

59. Building on previous work, UNODC could focus on the provision of software and hardware for the keeping of records on seized firearms, parts, components and ammunition, in order to mainstream data collected from customs and law enforcement agencies. Further collaboration should also enable those databases to connect with and provide inputs to other databases, such as the INTERPOL iARMS system and those of regional organizations with similar mandates, for the purpose of enhanced information exchange on firearms tracing.

60. Support for storage security for seized arms is currently offered in only three countries in Africa. Additional funding is required to assist more requesting countries.

3. Institutional support for the establishment of centralized firearms hubs

61. The Global Firearms Programme supports the establishment of centralized firearms analysis and monitoring units responsible for gathering the relevant information and technical knowledge and skills on firearms. In addition, the Programme could develop recommendations for the functional role of such units and the coordination mechanism required at the national level, and train their members on data collection, firearms identification, record-keeping, tracing and information-sharing.

4. Support for import marking

62. UNODC intends to engage national authorities on the adoption of adequate marking procedures at the time of import, which is of particular importance for the tracing of found or seized firearms.

F. Monitoring illicit firearms trafficking flows through research and analysis

63. The global study on firearms has revealed the importance of focused research and the need for reliable and consistent data for the purpose of making informed decisions in countering illicit trafficking. The study and its data-collection exercise were deemed important by the second meeting of the Working Group on Firearms, which recommended that the Conference of the Parties invite Member States to continue providing information to UNODC on illicit trafficking in firearms, based on the questionnaires issued for the global study on firearms.

64. Improving data collection and analysis and the production of regular reports will continue to be priorities for UNODC. The Office also intends to put in place a small research team that will be in charge of data collection and analysis and of providing training and technical support to Member States in those areas. Moreover, through the organization of periodic meetings of national firearms experts and policymakers, UNODC intends to share the study findings and provide additional

feedback to Member States on trafficking trends and patterns within their regions, and to facilitate the exchange of information and views among them.

IV. Coordination and cooperation between the United Nations Office on Drugs and Crime and other partners

1. Cooperation within the United Nations system

65. UNODC has continued its participation in and contribution to the work of the United Nations Coordinating Action on Small Arms (CASA), the system-wide coordination platform established by the Secretary-General to promote the exchange of information and coordination on ongoing initiatives. UNODC has regularly informed all CASA partners about its activities and the work of the Conference of the Parties, and contributed to joint statements and reports. As a member of the CASA reference working group, UNODC also supported the development of the International Small Arms Control Standards.

66. At the field level, coordination in the delivery of technical assistance and capacity-building activities were achieved through regular meetings at the levels of senior management and experts. An example of successful cooperation is the development of a joint proposal with the United Nations Regional Centre for Peace and Disarmament in Africa for strengthening the criminal justice response in the Sahel region to firearms trafficking and for providing technical assistance in the control of small arms and light weapons. As stated above, UNODC and the Office for Disarmament Affairs have also closely coordinated the delivery of marking machines and joint training in the region.

67. Cooperation with the relevant regional and national offices of the United Nations Development Programme has also continued, through regular meetings and mutual updates. Fruitful cooperation has also been established with the regional office of the Office of the United Nations High Commissioner for Human Rights in Chile and its country offices in Bolivia (Plurinational State of) and Paraguay, for the delivery of training courses on the human rights dimension of the criminal investigation and prosecution of firearms offences and organized crime.

2. Cooperation with other international and regional organizations

68. The European Union (EU) is currently the major donor to the Global Firearms Programme. UNODC has maintained regular contacts with various EU services at headquarters and with its delegations. In 2013, EU adopted a new multi-annual strategic plan, which identified illicit firearms trafficking as a major priority for EU members. UNODC and EU are seeking to coordinate and streamline their respective work on firearms.

69. Cooperation between INTERPOL and UNODC has continued during the reporting period. The two organizations are implementing, with the financial support of EU, two separate but complementary projects on firearms in some of the same countries and regions. INTERPOL contributed to the development of two modules of the firearms training curriculum and participated in the training courses organized by the Global Firearms Programme on the investigation and prosecution of firearms trafficking. The Organization for Security and Cooperation

in Europe (OSCE), the Office for Disarmament Affairs (ODA), UNODC and INTERPOL also organized the first joint conference on marking and tracing, held in Vienna in May 2013.

70. Cooperation with regional partners, such as the MERCOSUR working group on firearms and ammunition, has supported the implementation of the Protocol and strengthened ongoing harmonization efforts in South America.

71. Regular contacts have also been maintained with officials from the secretariat of ECOWAS, in the framework of the implementation of the Global Firearms Programme in West Africa.

72. UNODC and OSCE have multifaceted cooperation in fighting illicit trafficking in firearms: the two organizations have supported each other in developing their policy documents and mandates and have regularly consulted with each other during the preparation of their technical tools on implementation, with the goal of ensuring the consistency and synergy of available resources. In May 2013, UNODC and OSCE further consolidated their cooperation by jointly planning and organizing a regional conference on tracing illicit firearms to promote practical solutions among OSCE member States. In July 2013, OSCE was invited to participate in the firearms expert group meeting on the development of a training curriculum on firearms. OSCE invited UNODC to deliver a presentation at the Asian contact group meeting in November 2013 and to address the Forum for Security Cooperation in March 2014. UNODC and OSCE experts held regular consultations on their current activities and kept each other apprised of their plans.

3. Cooperation with civil society and the private sector

73. Experience has shown that the support of key stakeholders, including civil society and the private sector, can be an important factor in the final adoption and effective implementation of legislation. Therefore, the Global Firearms Programme has sought civil society engagement and participation during this process by fostering an active dialogue with national legislative bodies, in order to raise awareness and support for the legislative development process.

74. UNODC initiated cooperation with the Parliamentary Forum on Small Arms and Light Weapons to promote greater awareness of the Firearms Protocol. It also participated, upon invitation, in the General Assembly meeting of the Parliamentary Confederation of the Americas, held in Brasilia in October 2013. UNODC has also met and cooperated with civil society representatives at the local and country levels to disseminate knowledge and understanding of the Firearms Protocol and to promote legislative development processes.[12]

75. An ongoing dialogue has been maintained with private industry. During the regional harmonization seminar held in Buenos Aires in June 2012, a representative of the company that provides technical support for the arms destruction activities of Argentina participated in sessions on destruction methods. Representatives of the Italian National Association of Arms and Ammunition Manufacturers participated, as part of the Italian delegation to the Working Group on Firearms in May 2014, and delivered presentations during the panel discussions on illicit manufacturing.

[12] Among others, UNODC initiated cooperation with the West African Action Network on Small Arms and the Latin American Coalition for the Prevention of Armed Violence.

V. Conclusions and recommendations

76. With a core team of seven persons,[13] UNODC has implemented the activities and delivered the services described above. That was possible thanks to the multiplier effect achieved in several of its activities, the strong technical and linguistic profile of its team members and the continuous cross-fertilization between work at headquarters and in the regions, which capitalized on some economies of scale.

77. However, the Global Firearms Programme has stretched its capacity to the limit, and requires additional human and financial resources in order to continue its work. The funding situation remains precarious, as the Programme depends entirely on voluntary contributions. Considering the increased number of parties to the Protocol and the growing requests for assistance from Member States, more predictable and sustainable resources, including from the regular budget, are required in order to continue the implementation of the Programme.

78. In addition to reinforcing the present team at headquarters and in the field, there is a need for additional specialized staff.[14] In the field, UNODC seeks to strengthen its presence by securing one international staff member per region and one national and one support staff member in several project countries.

79. Countering the illicit manufacturing of and trafficking in firearms is a complex task that requires States to adopt multiple actions and measures. National legal frameworks often remain insufficient, especially with regard to criminalization and regulations for effectively implementing legislation.

80. In order to effectively address this problem, it is essential to further strengthen the relevant normative framework, as well as the criminal justice response at the national and regional levels. At the same time, international cooperation between countries of origin, transit and destination should be increased and technical support must be provided for marking, registries and arms collection and destruction. The integrated approach of UNODC responds to all of those needs and has been well received by States.

81. There is a need for information and empirical data on illicit trafficking flows at the national, regional and global levels, which is currently being generated through the global study on firearms.

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[13] At present: one Legal Officer/Head of the Programme (P-4/regular budget); one firearms control expert (P-3/extrabudgetary); one programme assistant (G-6/extrabudgetary); one consultant based at headquarters; one regional coordinator/civil society expert based in West Africa; and one regional coordinator/firearms and explosive expert and one assistant based in South America. Additionally, there are some short-term home-based consultants.

[14] One programme manager (P-3); two legal experts for common and civil law systems (Spanish/English and Arabic/French) (P-3); one training expert (P-3/4) with a law enforcement or prosecution background; one research expert (P-3/4) with a criminological background; three associate experts (P-2) for backstopping, research and legal activities, and to support governmental work; and specialized short-term consultants.